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COMMISSIONERS
KRISTIN K. MAYES, Chairman
GARY PIERCE
PAUL NEWMAN
SANDRA D. KENNEDY
BOB STUMP

MICHAEL P. KEARNS
INTERIM EXECUTIVE DIRECTOR

## OPEN MEETING ITEM 5/14/09





SECURITIES DIVISION 1300 West Washington, Third Floor Phoenix, AZ 85007 TELEPHONE: (602) 542-4242

FAX (602) 594-7470 Commission E-MAIL: securities diversity Commission

MAY - 4 2009

#### ARIZONA CORPORATION COMMISSION

#### MEMORANDUM

TO:

Kristin K. Mayes, Chairman

Gary Pierce, Commissioner Paul Newman, Commissioner

Sandra D. Kennedy, Commissioner

Bob Stump, Commissioner

FROM:

Matthew J. Neubert, Director of Securities

DATE:

May 4, 2009

RE:

Banc of America Securities LLC

Banc of America Investment Services, Inc.

Docket No. S-20668A-09-0181

cc:

Michael P. Kearns, Interim Executive Director

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The Securities Division recommends that the Corporation Commission enter the attached Order to Cease and Desist, Order for Administrative Penalties, and Consent to Same by Respondents Banc of America Securities LLC and Banc of America Investment Services, Inc. ("Consent Order"). The Consent Order relates to activities of Banc of America Securities LLC and Banc of America Investment Services, Inc. ("Banc of America"), regarding the offer and sale of auction rate securities. The proposed Consent Order imposes administrative penalties in the amount of \$554,543.82.

As you are aware, as a result of the February 2008 wide spread auction failures in the auction rate securities market, in March 2008 the North American Securities Administrators Association (NASAA) formed a multistate task force, with which the Securities Division participated, to investigate the auction rate securities market. The investigations focused on the sales practices of securities salesmen and the supervision of those salesmen by their broker-dealers. In September 2008, Banc of America agreed in principle to a national settlement. In order to provide for uniformity among the states, the NASAA task force created a model consent order. The findings of fact and conclusions of law contained in the attached proposed Consent Order were negotiated between Banc of America and the lead task force state.

The principal components of the settlement are:

 Payment of administrative penalties in the amount of \$50 million dollars, apportioned among the states. Banc of America Securities LLC Banc of America Investment Services, Inc. Docket No. S-20668A-09-0181 May 4, 2009 Page 2

- An offer to purchase from eligible customers at par plus accrued and unpaid dividends or interest auction rate securities that were subject to a failed auction on or after February 11, 2008.
- Payment to each customer who sold auction rate securities below par between February 11, 2008, and September 22, 2008, the difference between par and the price at which the customer sold the auction rate securities.
- A refund of refinancing fees to municipal auction rate issuers that issued through respondents in the initial primary market between August 1, 2007, and February 11, 2008, and refinanced those securities through respondents after February 11, 2008.
- Respondents' best efforts to provide liquidity solutions for institutional investors and other customers.

In light of the significant effort undertaken by the NASAA task force members in investigating Banc of America and the relief Banc of America has provided to investors in auction rate securities, the Securities Division believes that entry of the proposed Consent Order is in the public interest.

Originator: Matthew J. Neubert

#### BEFORE THE ARIZONA CORPORATION COMMISSION

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COMMISSIONERS

KRISTIN K. MAYES, Chairman GARY PIERCE PAUL NEWMAN SANDRA D. KENNEDY BOB STUMP

In the matter of	
BANC OF AMERICA SECURITIES LLC	) DOCKET NO. S-20668A-09-0181
1	DECISION NO.
New York, NY 10036	)
BANC OF AMERICA INVESTMENT	ORDER TO CEASE AND DESIST, ORDER FOR ADMINISTRATIVE PENALTIES, AND
SERVICES, INC.	CONSENT TO SAME
·	BY: RESPONDENTS BANC OF AMERICA
	SECURITIES LLC AND BANC OF AMERICA
Boston, MA 02110	INVESTMENT SERVICES, INC.
Respondents.	
	BANC OF AMERICA INVESTMENT SERVICES, INC. 100 Federal Street Headquarters Boston, MA 02110

WHEREAS, Banc of America Securities LLC ("BAS") and Banc of America Investment Services, Inc. ("BAI" and, together with BAS, "Respondents") are dealers registered in the state of Arizona; and

WHEREAS, coordinated investigations into Respondents' activities in connection with certain of their sales practices regarding the underwriting, marketing, and sale of Auction Rate Securities ("ARS") during the period of approximately August 1, 2007, through February 11, 2008, have been conducted by a multistate task force; and

WHEREAS, Respondents have cooperated with regulators conducting the investigations by responding to inquiries, providing documentary evidence and other materials, and providing regulators with access to facts relating to the investigations; and

WHEREAS, Respondents have advised regulators of their agreement to resolve the investigations relating to their practices in connection with the underwriting, marketing, and sale of ARS; and

WHEREAS, Respondents agree to make (or to have made on their behalf) certain payments as part of the resolution of the investigations; and

WHEREAS, Respondents elect to permanently waive any right to a hearing and appeal under Articles 11 and 12 of the Securities Act of Arizona, A.R.S. § 44-1801 *et seq.* ("Securities Act") with respect to this Administrative Consent Order (the "Order");

NOW, THEREFORE, the Arizona Corporation Commission ("Commission"), as administrator of the Securities Act, hereby enters this Order:

I.

#### FINDINGS OF FACT

- Respondents admit the jurisdiction of the Commission, neither admit nor deny the Findings of Fact and Conclusions of Law contained in this Order, and consent to the entry of this Order by the Commission.
- 2. Beginning in March 2008, the task force began its investigation of Respondents' underwriting, marketing, and sale of ARS.
- 3. In or about August and September 2007, some ARS auctions experienced failures. These failures were primarily based on credit quality concerns related to the ARS at issue, which often involved underlying assets of collateralized debt obligations.
- 4. During the fall of 2007 and into the beginning months of 2008, as the default rates on subprime mortgages soared and the market in general began experiencing significant credit tightening, monoline insurers that insured many issuances of ARS were also becoming distressed and were at risk of ratings downgrades.
- 5. The result of the overall market conditions in the fall of 2007 and into the beginning of 2008 resulted in increasing concerns regarding market liquidity, as well as a declining demand for ARS.
- 6. The task force concluded that Respondents should have had knowledge that, during the fall of 2007 and winter of 2008, the auction markets were not functioning properly and were at increased risk for failure.

- 7. During that time period, significant numbers of buyers had been exiting the market and the continued success of the auctions was reliant upon the lead broker-dealers, such as BAS, making increased support bids. These support bids had the effect of artificially propping up the market and creating the illusion that the auction rate market was functioning as normal.
- 8. However, during that time, Respondents continued to market and sell ARS without informing customers of the heightened risks associated with holding these securities.
- 9. Instead, Respondents engaged in a concerted effort to market ARS underwritten by BAS towards its large retail customer accounts without advising the retail customers of any of the potential risks associated with a failed auction or market illiquidity.
- 10. On or about February 11, 2008, without notifying any of its customers, BAS stopped broadly supporting the auctions for which BAS was lead broker-dealer.
  - 11. The decision left thousands of Respondents' customers stuck holding illiquid ARS.
- 12. On or about September 10, 2008, Respondents, Bank of America Corporation ("BAC"), and Blue Ridge Investments, L.L.C. ("Blue Ridge") agreed, in principle, that BAC would cause Blue Ridge to buy back, at par plus accrued but unpaid interest or dividends, ARS for which auctions were in failed mode from "Eligible Investors," which included all individual investors, all charitable organizations with account values up to \$25 million, and small and medium sized businesses with account values up to \$10 million who purchased ARS from Respondents.

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#### **CONCLUSIONS OF LAW**

1. The Commission has jurisdiction over this matter pursuant to Article XV of the Arizona Constitution and the Securities Act. The Securities Act authorizes the Commission to regulate: 1) the offers, sales, and purchases of securities; and 2) those individuals and entities offering and/or selling securities within Arizona.

A. Respondents Engaged in Dishonest and Unethical Practices.

2. As described in the Findings of Fact section above, Respondents inappropriately marketed and sold ARS without adequately informing their customers of the increased risks of illiquidity associated with the product for the time period August 1, 2007, through February 11, 2008.

- 3. As a result, Respondents engaged in dishonest and unethical practices in the securities industry within the meaning of A.R.S. § 44-1961(A)(13).
  - B. Respondents Failed to Supervise Their Agents.
- 4. As described in the Findings of Fact section above, Respondents failed to properly supervise their agents with respect to the marketing and sale of ARS from October 1, 2007, to February 11, 2008.
- 5. As a result, Respondents failed to reasonably supervise their salesmen within the meaning of A.R.S. § 44-1961(A)(12).
  - 6. The Commission finds the following relief appropriate and in the public interest.

#### III.

#### ORDER

On the basis of the Findings of Fact, Conclusions of Law, and Respondents' consent to the entry of this Order,

#### IT IS HEREBY ORDERED:

- 1. This Order concludes the investigation by the Commission and any other action that the Commission could commence under applicable Arizona law on behalf of Arizona as it relates to Respondents' underwriting, marketing, and sales of ARS, provided, however, that excluded from and not covered by this paragraph 1 are any claims by the Commission arising from or relating to the "Order" provisions contained herein.
- 2. This Order is entered into solely for the purpose of resolving the referenced multistate investigation, and is not intended to be used for any other purpose.

- 3. Respondents will CEASE AND DESIST from violating the Securities Act and will comply with the Securities Act.
- 4. Pursuant to A.R.S. § 44-1961, Respondents shall pay an administrative penalty in the amount of Five Hundred Fifty-four Thousand Five Hundred Forty-three and 82/100 Dollars (\$554,543.82). Payment shall be made to the "State of Arizona." Payment is due and shall be made in full within ten days after the date of this Order.
- 5. In the event another state securities regulator determines not to accept Respondents' settlement offer, the total amount of the Arizona payment shall not be affected, and shall remain at \$554,543.82.
  - 6. Respondents shall comply with the following requirements:

#### a. Eligible Investors

- i. No later than October 21, 2008, BAC shall have caused Blue Ridge to offer to buy back, at par plus accrued and unpaid interest or dividends, Eligible ARS (as such term is defined below) for which auctions are in failed mode from Eligible Investors (as such term is defined below) who purchased such Eligible ARS from Respondents prior to February 13, 2008 (the "Offer"). For purposes of the Offer, Eligible ARS means ARS purchased from Respondents on or before February 13, 2008, that were subject to an auction failure on or after February 11, 2008. The Offer shall remain open for a period between October 10, 2008, and December 1, 2009, unless extended by Blue Ridge.
- ii. "Eligible Investors" shall mean:
  - (a) Natural persons (including their IRA accounts, testamentary trust and estate accounts, custodian IGMA and UTMA accounts, and guardianship accounts) who purchased Eligible ARS from Respondents;
  - (b) Charities, endowments, or foundations with Internal Revenue Code Section 501(c)(3) status that purchased Eligible ARS from

Respondents and that had \$25 million or less in assets in their accounts with Respondents as determined by the customer's aggregate household position(s) at Respondents as of September 9, 2008; or

- (c) Small Business that purchased Eligible ARS from Respondents. For purposes of this provision, "Small Business" shall mean Respondents' customers not otherwise covered in paragraph III.6.a.ii(a) and ii(b) above that had \$15 million or less in assets in their accounts with Respondents as of September 9, 2008.
- iii. Respondents will have provided prompt notice to customers of the settlement terms and Respondents will have established a dedicated telephone assistance line, with appropriate staffing, to respond to questions from customers concerning the terms of the settlement.

#### b. Relief for Eligible Investors Who Sold Below Par

No later than December 31, 2008, Respondents shall have promptly provided notice to any Eligible Investor that Respondents could reasonably identify who sold Eligible ARS below par between February 11, 2008, and September 22, 2008. Such investors will be paid the difference by Respondents between par and the price at which the Eligible Investor sold the Eligible ARS. Any such Eligible Investors identified after December 31, 2008, shall be promptly paid the difference between par and the price at which the Eligible Investors sold the Eligible ARS.

#### c. Consequential Damages Claims

No later than October 10, 2008, Respondents shall have made reasonable efforts promptly to notify those Eligible Investors who own Eligible ARS that, pursuant to the terms of the settlement, an independent arbitrator, under the auspices of the Financial Industry Regulatory Authority ("FINRA"), will be available for the exclusive purpose of arbitrating any Eligible Investor's consequential-damages claim.

Respondents shall consent to participate in the North American Securities Administrators Association ("NASAA") Special Arbitration Procedure (the "SAP") established specifically for arbitrating claims arising out of an Eligible Investor's inability to sell Eligible ARS. Respondents shall notify Eligible Investors of the terms of the SAP. Nothing in this Order shall serve to limit or expand any party's rights or obligations as provided under the SAP. Arbitration shall be conducted, at the customer's election, by a single non-industry arbitrator and Respondents will pay all forum and filing fees.

Arbitrations asserting consequential damages of less than \$1 million will be decided through a single chair-qualified public arbitrator who will be appointed through the FINRA list selection process for single arbitrator cases. In arbitrations where the consequential damages claimed are greater than or equal to \$1 million, the parties can, by mutual agreement, expand the panel to include three public arbitrators who will be appointed through FINRA's list procedure.

Any Eligible Investors who choose to pursue such claims through the SAP shall bear the burden of proving that they suffered consequential damages and that such damages were caused by their inability to access funds invested in Eligible ARS. In the SAP, Respondents shall be able to defend themselves against such claims; provided, however, that Respondents shall not contest liability for the illiquidity of the underlying ARS position or use as part of their defense any decision by an Eligible Investor not to borrow money from Respondents.

All customers, including but not limited to Eligible Investors who avail themselves of the relief provided pursuant to this Order, may pursue any remedies against Respondents available under the law. However, Eligible Investors that elect to utilize the SAP are limited to the remedies available in that process and may not bring or pursue a claim relating to Eligible ARS in another forum.

Decision No.

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#### d. Institutional Investors

Respondents shall endeavor to work with issuers and other interested parties, including regulatory and governmental entities, to expeditiously and on a best-efforts basis provide liquidity solutions for institutional investors that purchased Eligible ARS from Respondents and are not entitled to participate in the buyback under Section III ("Institutional Investors").

Beginning on December 31, 2008, and then quarterly thereafter, Respondents shall submit a written report to a representative specified by NASAA outlining the efforts in which Respondents have engaged and the results of those efforts with respect to Institutional Investors' holdings in Eligible ARS. The written reports will be submitted 20 days following the end of the quarter. Respondents shall confer with the representative no less frequently than quarterly to discuss Respondents' progress to date. Such written reports and quarterly meetings shall continue until no later than December 31, 2009. Following every quarterly meeting, the representative shall advise Respondents of any concerns and, in response, Respondents shall detail the steps that Respondents plan to implement to address such concerns.

#### e. Relief for Municipal Issuers

Respondents shall refund refinancing fees to municipal auction rate issuers that issued such securities through Respondents in the initial primary market between August 1, 2007, and February 11, 2008, and refinanced those securities through Respondents after February 11, 2008. Refinancing fees are those fees paid to Respondents in connection with a refinancing and are exclusive of legal fees and any other fees or costs not paid to Respondents in connection with the transaction.

#### f. Repayment of Interest on Loans Provided To Eligible Investors

To the extent that Respondents loaned money to Eligible Investors secured by Eligible ARS, after February 11, 2008, at an interest rate that was higher than that paid on

such Eligible ARS, Respondents shall refund the difference to such Eligible Investors.

#### g. Penalties

- i. Respondents shall pay a total civil penalty of FIFTY MILLION (\$50,000,000) DOLLARS, which shall be allocated among and paid to the Commonwealth of Massachusetts, the state of New York, and such other states and territories that enter administrative or civil consent orders approving the terms of the NASAA settlement (together with the Commonwealth of Massachusetts and the state of New York, the "Approving States"). Any such allocation shall be made at the discretion of the Approving States;
- ii. The Commission's portion of the civil penalty shall be \$554,543.82 and shall be paid to the Commission no later than ten business days after the date of the Consent Order.

#### h. In Consideration of the Settlement

The Commission will:

- i. Terminate the investigation of Respondents' underwriting, marketing, and sale of ARS to Eligible Investors as defined herein; and
- ii. The Commission will not seek additional monetary penalties from Respondents in connection with all underlying conduct relating to Respondents' underwriting, marketing, and sale of ARS to investors.
- i. If, after this Order is executed, Respondents fail to comply with any of the terms set forth herein, the Commission may take appropriate remedial action.
- 7. If payment is not made by Respondents, or if Respondents default in any of their obligations set forth in this Order, the Commission may vacate this Order, at its sole discretion, upon 10 days notice to Respondents and without opportunity for administrative hearing.
- 8. This Order as entered into by the Commission waives any disqualification contained in the laws of Arizona, or rules or regulations thereunder, including any disqualifications from

relying upon the registration exemptions or safe harbor provisions that BAI, BAS, or any of their affiliates may be subject to as a result of the findings contained in this Order. This Order also is not intended to subject BAI or BAS or any of their affiliates to any disqualifications contained in the federal securities laws, the rules and regulations thereunder, the rules and regulations of self regulatory organizations, or various states' or U.S. Territories' securities laws, including, without limitation, any disqualifications from relying upon the registration exemptions or safe harbor provisions. In addition, this Order is not intended to form the basis for any such disqualifications.

- 9. For any person or entity not a party to this Order, this Order does not limit or create any private rights or remedies against Respondents including, without limitation, the use of any emails or other documents of Respondents or of others for auction rate securities sales practices, limit or create liability of Respondents, or limit or create defenses of Respondents to any claims.
- 10. Nothing herein shall preclude Arizona, its departments, agencies, boards, commissions, authorities, political subdivisions and corporations (collectively, "State Entities"), other than the Commission and only to the extent set forth in paragraph 1 above, and the officers, agents or employees of State Entities from asserting any claims, causes of action, or applications for compensatory, nominal and/or punitive damages, administrative, civil, criminal, or injunctive relief against Respondents in connection with certain auction rate securities sales practices at Respondents.
- 11. This Order and any dispute related thereto shall be construed and enforced in accordance with, and governed by, the laws of Arizona without regard to any choice of law principles.
- 12. Respondents, through their execution of this Order, voluntarily waive their right to a hearing on this matter and to judicial review of this Order under Articles 11 and 12 of the Securities Act and Title 14 of the Arizona Administrative Code.
- 13. Respondents enter into this Order voluntarily and represents that no threats, offers, promises, or inducements of any kind have been made by Commission or any member, officer,

1	employee, agent, or represent	tative of the Commission to induce	Respondents to enter into this
2	Order.		
3	14. This Order sha	all be binding upon Respondents and	d each of their successors and
4	assigns with respect to all co	onduct subject to the provisions abo	ove and all future obligations
5	responsibilities, undertakings,	commitments, limitations, restrictions	s, events, and conditions.
6	IT IS FURTHER ORDERED that this Order shall become effective immediately.		
7	BY ORDER OF THE ARIZONA CORPORATION COMMISSION		
8			
9			
10	CHAIRMAN		COMMISSIONER
11			
12	COMMISSIONER	COMMISSIONER	COMMISSIONER
13		IN WITNESS WHEREOF, I,	MICHAEL P. KEARNS.
14 15		Interim Executive Director of Commission, have hereunto so official seal of the Commission	f the Arizona Corporation et my hand and caused the
16		Capitol, in the City of Phoen	nix, this day of
17			
18		MICHAEL P. KEARNS	
19		INTERIM EXECUTIVE DIRE	ECTOR
20	DISSENT		
21	J J J J J J J J J J J J J J J J J J J		
22	DISSENT		
23	This document is available in alternative formats by contacting Shaylin A. Barnal, ADA		
24	Coordinator, voice phone numb	ber 602-542-3931, e-mail sabernal <u>@a</u>	zcc.gov.
25	(mn)		
26		11	
1	1	Dec	ision No

# CONSENT TO ENTRY OF ADMINISTRATIVE ORDER BY BANC OF AMERICA SECURITIES LLC AND BANC OF AMERICA INVESTMENT SERVICES, INC. Banc of America Securities LLC ("BAS") and Banc of America Investment Services, Inc.

My commission expires:

("BAI" and, together with BAS, "Respondents"), hereby acknowledge that they have been served with a copy of this Administrative Order, have read the foregoing Order, are aware of their right to a hearing and appeal in this matter, and have waived the same

Respondents admit the jurisdiction of the Commission, neither admit nor deny the Findings of Fact and Conclusions of Law contained in this Order, and consent to entry of this Order by the Commission as settlement of the issues contained in this Order.

Respondents agree that they shall not claim, assert, or apply for a tax deduction or tax credit with regard to any state, federal, or local tax for any administrative monetary penalty that Respondents shall pay pursuant to this Order.

Respondents state that no promise of any kind or nature whatsoever was made to them to induce them to enter into this Order and that they have entered into this Order voluntarily.

Steve Chaiken	represents that he/she is Managing Di	rector of BAS, and
	BAS to enter into this Order for and on be	
**************************************	represents that he/she is	of BAI and
that, as such, has been authorized by	BAI to enter into this Order for and on bel	alf of BAI.
Dated this day of	, 2009.	
	BANC OF AMERICA SECURIT	IES LLC
	By: Stur Charles Title: Managing Director	· e · e · e · e · e · e · e · e · e · e
State of how Yould)	Title: Managing Directo	<u>v-</u>
State of how Yould) County of how Youk) ss.		
SUBSCRIBED AND SWOR	NTO before me this 28 day of april Xavien Minande Notary Public XAvier Mi	2009.
	Lavien Minande	
	Notary Public YAVIER Mi	RANDA

Decision No.

 CONSENT TO ENTRY OF CONSENT AGREEMENT AND FINAL ORDER BY BANC OF AMERICA SECURITIES LLC AND BANC OF AMERICA INVESTMENT SERVICES, INC.

Banc of America Securities LLC ("BAS") and Banc of America Investment Services, Inc. ("BAI" and, together with BAS, "Respondents"), hereby acknowledge that they have been served with a copy of this Administrative Order, have read the foregoing Order, are aware of their right to a hearing and appeal in this matter, and have waived the same.

Respondents admit the jurisdiction of the Department, neither admit nor deny the Findings of Fact and Conclusions of Law contained in this Order, and consent to entry of this Order by the Department as settlement of the issues contained in this Order.

Respondents agree that they shall not claim, assert, or apply for a tax deduction or tax credit with regard to any state, federal, or local tax for any administrative monetary penalty that Respondents shall pay pursuant to this Order.

consent agreement and final order re: banc of america securities LLC and banc of america investment services inc. 12

1	SUBSCRIBED AND SWORN TO before me this day of 2009.
2	
3	(SEAL) (Signature)
4	(BEUL) (OSMINIA)
5	(Printed name)
6	Notary Public for the State of  Residing at
7	Residing at My commission expires:
8	
9	<b>///</b>
10	BANC OF AMERICA INVESTMENT SERVICES, INC.
11	Embo West
12	By: Title: RONALD J. NEWTH, COD/SUP
13	
14	SUBSCRIBED AND SWORN TO before me this 29th day of april 2009.
15	(SEAL) (Signature)
16	MARY AND CARROLL
17	(Printed name) Notary Public for the State of Massachustle
18	(Printed name) Notary Public for the State of <u>Massachustla</u> Residing at <u>Alling for</u> , <u>Mas</u> My commission expires: <u>Guly 4, 20</u> 14
19   20	
20 21	MARY ANN CARROLL Notary Public Commonwealth of Massachusatts
22	My Commission Expires
23	and desire
23 24	
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	CONSENT AGREEMENT AND FINAL ORDER RE: BANC OF AMERICA SECURITIES LLC AND BANC OF AMERICA INVESTMENT SERVICES INC 13